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GOLDEN GATE PARK MASTER PLAN

Issues Report -- Transportation

prepared for

Royston Hanamoto Alley and Abey
and City and County of San Francisco Recreation
and Park Department

by

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DKS Associates
March 3, 1993

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Acknowledgements

The following people contributed to this study:

CITY AND COUNTY OF SAN FRANCISCO

<i>Deborah Learner</i>	Recreation and Park Department, Project Manager
<i>Ron DeLeon</i>	Recreation and Park Department
<i>Phil Arnold</i>	Recreation and Park Department
<i>Jim Cooney</i>	Recreation and Park Department
<i>Jon Huttinger</i>	Recreation and Park Department
<i>Chad Basilico</i>	Recreation and Park Department
<i>Diane Palacio</i>	Recreation and Park Department
<i>Elaine Molinari</i>	Recreation and Park Department
<i>Duncan Watry</i>	S.F. Muni Railway
<i>Julie Lau</i>	Department of Parking and Traffic
<i>Peter Tannen</i>	Department of Parking and Traffic
<i>Bill Wyco</i>	Department of City Planning
<i>Charles Rivasplata</i>	Department of City Planning
<i>Richard Skaff</i>	Disabled Access Coordinator

COMMUNITY PARTICIPANTS

<i>David Shaw</i>	California Academy of Sciences
<i>Joe Brennan</i>	California Academy of Sciences
<i>Roberta Borgonovo</i>	California Academy of Sciences
<i>Lena Emmery</i>	Cole Valley
<i>Harry Parker</i>	M.H. de Young Museum
<i>David Lipsky</i>	San Francisco Bicycle Coalition and Bicycle Advisory Committee
<i>Sherin Cole</i>	Asian Art Museum
<i>Doug Johnson</i>	Richmond-Sunset Green Party
<i>Laurie Goldman</i>	Strybing Arboretum Society
<i>Nancy Conner</i>	Friends of Recreation and Parks
<i>Marilyn Smulyan</i>	Fine Arts Museum
<i>Darryl Skrabak</i>	San Francisco Bicycle Coalition
<i>Gordon Chester</i>	Citizen
<i>Christine Schnieder</i>	San Francisco Tomorrow
<i>Hugh Reynolds</i>	Conservatory of Flowers
<i>Barbara Marion</i>	Kezar-Poly Neighborhood Association
<i>Craig Dawson</i>	Inner Sunset Merchants Association

<i>Mary Anne Miller</i>	Sunset Parkside Education and Action Committee
<i>Greg Gaar</i>	Haight Ashbury Neighborhood Council
<i>Ed Houden</i>	Haight Ashbury Neighborhood Council
<i>Jon Gledhill</i>	University of California, San Francisco
<i>Ron Miguel</i>	Planning Association for the Richmond
<i>Howard Strassner</i>	Sierra Club
<i>David Miles, Jr.</i>	Golden Gate Park Skate Patrol
<i>Patricia Fink</i>	Haight Ashbury Neighborhood Council
<i>Arthur Feinstein</i>	Audobon Society
<i>Marjorie Anson</i>	Strybing Arboretum Society
<i>Augustine Sue</i>	Golden Gate Park Skate Patrol
<i>Greg Gaar</i>	Haight Ashbury Neighborhood Council

CONSULTANTS

<i>Asa Hanamoto</i>	Royston Hanamoto Alley and Abey
<i>Doug Nelson</i>	Royston Hanamoto Alley and Abey
<i>Laura Lafler</i>	Royston Hanamoto Alley and Abey
<i>Jeff Buxbaum</i>	DKS Associates, Project Manager
<i>Dan Smith, Jr.</i>	DKS Associates
<i>Jeff Maxtutis</i>	DKS Associates
<i>Inger Knox</i>	DKS Associates
<i>Bonnie Dash</i>	DKS Associates
<i>Lucy Collier</i>	DKS Associates

1. Introduction and Summary

The purpose of this report is to provide a resource for participants in the Golden Gate Park Master Plan Update project on issues of circulation in and around the park. This report is the product of Phase 1 of the Master Plan Update project. In Phase 2, the potential modifications and updates to the master plan will be addressed in detail.

The report is organized as follows:

1. **Introduction and Summary.** Discussion of the approach to the analysis, and a summary of findings.
2. **Status of Transportation Management Plan Implementation.** The 1985 Transportation Management Plan forms the basis for the circulation component of the park's existing Master Plan. The status of implementation is discussed.
3. **Existing Conditions.** Provides a summary of data and observations regarding park circulation.
4. **Circulation Issues.** Reports the results of our synthesis of the data, observations, and opinions of people on the Transportation Task Force.

ANALYSIS APPROACH

This report is the product of the following analysis approach:

- We reviewed data, reports and correspondence relating to circulation in Golden Gate Park, and identified gaps in the data.
- We requested that City staff collect additional data relating to parking occupancy and traffic volumes.
- We observed circulation conditions in the park on weekdays and weekend days.
- We met with the Golden Gate Park Transportation Task Force on several occasions to elicit observations, concerns and opinions related to circulation in and around the park.
- We reviewed the objective, policies and actions of the existing Transportation Management Plan as to the status of implementation.
- We organized and evaluated the above information into this report.

Focus of Analysis

A Master Plan is a general, policy-oriented document. Therefore, our discussion of conditions and issues focuses on larger, general issues rather than site-specific operations concerns.

SUMMARY OF FINDINGS

Golden Gate Park is situated in San Francisco bordered by The Great Highway (and the Pacific Ocean) on the west side, the Richmond and Sunset districts on the north and south sides, and the Haight, Panhandle, and University of San Francisco districts on the east side. An urban park, it accommodates both destination oriented as well as through traffic of all modes: private automobile, taxi, bus, bicycle, pedestrian and roller skates.

The park has 15 miles of roadways, numerous pedestrian paths, a bike path and signed bike routes, and bridle trails for equestrians. The park is further opened to non-motorized traffic on weekends, with closure of Middle Drive West on Saturdays and Kennedy Drive east of Transverse Drive on Sundays and seven Monday holidays. There are about 5,000 parking spaces in the park, with the highest demand for parking in the vicinity of the Museums and California Academy of Sciences in the East Park¹.

The most popular mode of travel to the park is via automobile (61 percent of park visitors), followed by walking (21 percent), public transit (7 percent) and bicycling (6 percent).²

Traffic conditions in the East Park are generally characterized by long, slow moving lines of cars searching for parking spaces. This is especially true on King Drive and Middle Drive East. Conditions are most severe on Sundays, when Kennedy Drive is closed, congested on Saturdays, and less severe during the week. However, there is still considerable parking congestion in the vicinity of the East Park attractions on weekdays.

Traffic in the West Park generally operates with little congestion, and parking is more readily available. The exceptions are Chain of Lakes Drive, where north-south through traffic is excessive for the size of the roadway, and King Drive at the Cross Over Drive intersection, especially on Saturdays when Middle Drive West is closed, and during peak commute periods.

¹ East Park refers to the portion of the park generally east of Cross Over Drive, while West Park refers to west of Cross Over Drive.

² *Golden Gate Comprehensive Transportation Study, Phase I Report*, prepared for San Francisco Recreation and Park Department, Jefferson Associates, July 1982.

Existing Master Plan Implementation

Of the 31 Actions in the 1985 Transportation Management Plan, 16 (52 percent) have been completed, and another 6 (19 percent) have been partially completed.

Summary of Issues

Access and the Park Experience. The central circulation issue in the East Park relates to the inherent conflict between:

- desire to limit auto traffic in the park to enhance the park experience,
- need for access to the park's attractions, such as the de Young Museum, Asian Art Museum, California Academy of Sciences, Strybing Arboretum and Botanical Garden, and the Conservatory, especially for mobility impaired people, and
- provision of adequate, conveniently located parking for those that drive to the park.

Addressing and developing consensus on how to best address these conflicts will provide direction for how to deal with other circulation issues facing the park.

Through Traffic. By virtue of its location, Golden Gate Park is a popular through route for non-Park user. For east-west traffic, Kennedy Drive is extensively used. Policies and actions relating to whether such traffic should be discouraged need to be addressed. Potential policies to separate Kezar Drive traffic should be explored. For north-south traffic, the existing policy to grade-separate Cross Over Drive from King Drive has not been implemented, nor has any action been taken to explore a north-south through route in the West Park.

Traffic Speeds. There is a perception that motorists on Kennedy Drive typically exceed the posted 25 miles per hour speed limit. This raises issues relating to traffic safety, as well as the function of Kennedy Drive as a through route.

Bicycle Circulation. Bicycle circulation issues involve providing facilities for different types of riders, resolving conflicts between pedestrians, roller skaters and automobiles, and considering various traffic restrictions for bicycles, automobiles and pedestrians.

Pedestrian Circulation. Issues relating to pedestrian circulation include consideration of north-south through routes through the park, separating pedestrians from other modes, and investigation of improved mapping and signing for pedestrian facilities.

Transit Service. Transit service needs to be considered in any potential changes to roadway circulation. Shuttle services and their implications also need to be considered.

Taxis. Taxis are prohibited from soliciting fares within the park, but are permitted to respond to calls. Taxis are often noticed using the park as a cut-through route. The potential desirability of policies to curtail this should be considered.

These issues are discussed in more detail in Chapter 4.

2. Status Of Transportation Management Plan Implementation and Relationship to Other City Policy Documents

This chapter provides the text of City policy documents that affect the future of transportation and circulation in and around Golden Gate Park:

- City Comprehensive Plan
 - Recreation and Open Space Element
 - Transportation Element
 - Transportation Element Vehicle Circulation Plan
- Golden Gate Park Master Plan
 - Transportation Management Plan (1985)

CITY COMPREHENSIVE PLAN

Golden Gate Park is governed by policies in the City Comprehensive Plan. Objectives and policies that relate to transportation in Golden Gate Park are shown below.

Recreation and Open Space Element

Objective. Gradually eliminate non-recreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

- **Policy 4 - Automobile Traffic.** Roads in and around San Francisco's public open spaces are used both by through traffic and by people enjoying the parks. As demand for each intensifies, the conflict between the two uses grows. This conflict should be resolved in favor of open space users because heavy or fast traffic endangers pedestrians, cuts access to open space. The following methods of reducing traffic in and around public open space are consistent with the urban design and transportation elements of the Master Plan and should be applied where possible:
 - Discourage nonrecreational travel in and around public open space by diverting through traffic from open space roads onto major and secondary thoroughfares located at sufficient distance from major open space.
 - Reduce the capacity of roads in public open spaces and redesign existing roads for leisurely, scenic driving. Permit continued use of existing roads for recreational driving where it does not limit pedestrians use and enjoyment.

- Close off roads to automobiles on a part-time basis in order to return open spaces to recreational use. Expand into full-time street closing where possible. Increase weekend street closings for use by pedestrians and bicyclists.
- Prohibit construction of new roads and parking lots in developed public open spaces.
- Encourage walking, and the use of bicycles and public transit for recreational travel.

Transportation Element

- **Policy 4.** Care must be taken to ensure that street and transit improvements are made to enhance the beauty of the city and to protect views of the bay, the ocean and the hills.

Discourage nonrecreational and nonlocal travel in and around parks and along the shoreline recreational areas.

Streets in large parks, around small parks and along recreational parts of the shoreline should function primarily for scenic driving, not as thoroughfares. Heavy or fast traffic endangers pedestrians, cuts off access to recreation and reduces the pleasure of being in parks by causing noise, pollution and visual disharmony. Pedestrian entrances to parks should be at street intersections to the extent possible. Streets adjacent to or within parks and along the shoreline should, to the greatest extent possible, be designed and controlled to reduce their use as throughways. They should offer opportunities for leisurely, scenic driving consistent with pedestrian, equestrian and bicycle movements along and across the street.

Transportation Element Vehicle Circulation Plan (excerpts)

- **Cross Over Drive.** This connection in Golden Gate Park between Park Presidio Boulevard and 19th Avenue should be redesigned and realigned as a below-grade roadway. There should be no connection with John F. Kennedy Drive. The design should be limited to a capacity similar to Park Presidio Boulevard and should be carefully aligned to avoid tree removal.
- **Great Highway.** The design capacity of this road should be reduced substantially to correspond with its recreational function; emphasis to be on slow pleasure traffic and safe pedestrian crossings.
- **John F. Kennedy Drive.** Through, nonpark traffic on this recreational drive should be eliminated.
- **Kezar Drive.** This road should be undergrounded to restore the corner of the park to full recreational use; design capacity no greater than that of the Fell and Oak couplet.

SUMMARY OF STATUS OF 1985 TRANSPORTATION MANAGEMENT PLAN

Considerable progress has been made in implementing the 1985 Transportation Management Plan. Of the 31 Actions in the plan, 16 of them (52 percent) have been completed. Another six (19 percent) have been partially completed, while eight (26 percent) have not been initiated. One of the Actions is just now starting to be implemented.

The status of implementation of the objective, and each of the policies and actions, is discussed starting on the next page.

The information is provided in the following format:

- The **Objectives, Policies and Actions** have been repeated verbatim, except that discussion of transportation impacts that appeared in the original plan has been removed for brevity. Policies each start on a new page.
- The status of each Action is indicated in *italics*.
- Actions that have been fully completed are **shaded**. The implication is that these actions are no longer needed in a new Master Plan.
- A discussion on the status of policy implementation and potential issues for the Master Plan update is included at the end of each policy section.

OBJECTIVE: **CREATE AND MAINTAIN A PARK-WIDE SYSTEM OF RECREATIONAL ROADWAYS, PATHWAYS, AND TRAILS; MINIMIZE VEHICULAR TRAFFIC**

Management of Golden Gate Park's circulation system should as a primary goal create and maintain a system of recreational roadways where the order of priority should be to accommodate pedestrians and slow pleasure driving. To accomplish this objective, policies to reduce Park automobile traffic, particularly through traffic and dependency on the private automobile as the primary mode of internal Park traffic, are desirable. Reduction of Park automobile traffic will necessitate changes in established driving patterns within the Park and adjoining neighborhoods. A well-financed internal Park transport system should be designed to effectively and pleasantly convey the Park visitor. Gradual, carefully planned and phased implementation, coordinated with the Department of Public Works and other agencies, will create a recreational roadway, pathway, and trail system that will improve the Park visitor's enjoyment and safety, protect the Park environment, and reduce impacts on adjacent neighborhoods. Measures taken to reduce vehicular traffic within the Park should be in accord with the objectives of the City's Comprehensive Plan.

Discussion of Objective

The Transportation Management Plan had one objective, which provided the basis for 10 policies. As the discussion on the ensuing pages shows, considerable progress has been made in implementing the policies.

POLICY A: RESTRICT NON-RECREATIONAL TRAFFIC TO DESIGNATED PARK ROADWAYS IN A MANNER THAT FULLY SEPARATES BUSINESS, SHOPPING AND COMMUTE TRAFFIC FROM THE PARK EXPERIENCE.

1. Established traffic patterns and volumes indicate that Cross Over Drive, Park Presidio Bypass and Kezar Drive should be the basic components of a "designated throughway" system.
2. Designated throughways should be screened by vegetation to minimize their visual impact.
3. Where Park circulation systems must cross a designated throughway, grade separations should be provided.
4. Some provisions should be made for cross-Park automobile movement in the western half of the Park; it should be a minor roadway in keeping with the Park's "naturalistic" character.

Short-term Actions

- **Action A-1 (East-Park).** Prohibit left turns from Kezar northbound to Kennedy Drive westbound at all times; redesign the intersection to decrease asphalt; landscape islands.

Status: Partially implemented. Left turns have been prohibited, but actions to decrease asphalt have not been done.

- **Action A-2 (East-Park).** Prohibit left turns from Kezar Drive southbound to Waller Street eastbound.

Status: Implemented.

- **Action A-3 (East-Park).** Undercrossing of Highway 1/Cross Over Drive at King Drive - study engineering feasibility and environmental impacts; prepare environmental evaluation; consider construction as long-term action. As funds become available, further study should be given to the undergrounding of Transverse Drive.

Status: Source of funds has been identified in the Transportation Expenditure Plan which is administered by the San Francisco Transportation Authority. However, the funds have not been appropriated.

- **Action A-4 (East-Park).** Tea Garden Drive one-way southbound. Complete implementation of action adopted by the Recreation and Park Commission in May, 1984, Resolution #13284; remove excess asphalt at Tea Garden Drive/Academy Drive/King Drive intersections and relandscape.

Status: Implemented.

Discussion of Policy A

Three of the four action items were completed. These related to spot traffic operations changes to improve circulation. The major project relating to the Highway 101 (Cross Over Drive)/King Drive intersection has not been completed, but efforts are underway to secure funding. Treatment of this intersection remains an important issue for park circulation.

Policy A4, which would involve provisions for cross-Park auto traffic in the western half of the park did not have implementing actions. Since Chain of Lakes Drive continues to experience heavy traffic flows, this is still an important issue.

POLICY B: REDUCE THE NUMBER OF PARK ROADWAYS.

1. Roadways that are not required for access to Park facilities, and are not part of the designated throughway system, should be removed and replaced with appropriate landscaping and recreational pathways.
2. Access requirements should reflect concern for public safety, Park operations, internal transport, and special needs of disabled and elderly Park visitors.

Short-term Actions

- **Action B-1 (East-Park).** Permanently close 6th Avenue between Fulton Street and Kennedy Drive. Retain portion of roadway for skating circle and bicycle use; remove remaining asphalt and relandscape.

Status: Implemented.

- **Action B-2 (West-Park).** Close 30th Avenue between Fulton Street and Kennedy Drive; retain asphalt pathway; remove remaining asphalt and develop landscape.

Status: Action not yet initiated.

- **Action B-3 (West-Park).** Shorten Spreckels Lake Drive by removing the asphalt from 32nd Avenue to 30th Avenue; landscape, retain soft surface path. Maintain existing service road from Spreckels Lake Drive at 32nd Avenue to Fulton Street for pedestrian use and emergency vehicle access.

Approximately 400 cars per 24 hour period use this roadway.

Status: Implemented.

- **Action B-4 (West-Park).** Close Chain of Lakes Drive West; remove asphalt; landscape, provide equestrian trail.

Status: Implemented.

- **Action B-5 (West-Park).** Realign King Drive to intersect Lincoln Way at La Playa; remove excess asphalt, install irrigation, relandscape. Provide a pedestrian walkway along the north side of King Drive. Included as a mitigation measure in the Clean Water Program's Westside Activation Project. A Negative Declaration was prepared for the project following environmental review in July, 1984 (983.3183).

Status: Implemented.

Discussion of Policy B

All but one of the actions for this policy have been implemented. The update should address whether additional reduction in park roadways is desirable, or whether the level of reduction achieved by this measure has effectively achieved the intent of the policy.

POLICY C: PROVIDE FOR THE GRADUAL IMPLEMENTATION OF A TRANSPORT SYSTEM FOR THE PARK WHICH WOULD BE INTEGRATED WITH PUBLIC TRANSIT AND RECREATIONAL TRANSPORT SYSTEMS OF THE GOLDEN GATE NATIONAL RECREATION AREA.

1. The route utilized for any Park transport system should provide access to major facilities, features, and activity areas; existing roadway surfaces should be utilized; and where feasible, narrowed.
2. Special emphasis should be given to achieving optimum service to the Asian Art Museum, the M.H. de Young Memorial Museum, and the California Academy of Sciences.
3. Internal transport vehicles should be carefully selected to ensure that the system will be energy efficient, provide adequate space for picnic and sports equipment, and most important, be used easily by disabled and elderly Park visitors.
4. The gradual development of a system of visitor parking areas to accommodate a majority of Park visitors should be an integral part of an internal transport system. The major components of this system should be developed at the Kezar site and the Great Highway. Regulatory measures should be taken to assure that these facilities are available for the Park visitor.

Long-term Actions

- **Action C-1 (East-Park).** Develop a demonstration shuttle program for peak weekends and special events, operating from Kezar Stadium grounds, to serve mainly the Music Concourse, Conservatory, and Hall of Flowers.

Status: This action was analyzed in the preparation of the Kezar Corner Master Plan and was not considered feasible in conjunction with the stadium reconstruction project. An application for funding of a demonstration shuttle was recently submitted by the Recreation and Park Department in cooperation with the California Academy of Sciences and the Fine Arts Museums. The \$600,000 request to the Bay Area Air Quality Management District was turned down, but may be resubmitted for consideration in April 1993. A grant of \$100,000 was obtained from the State of California for the purchase of alternative fuel vehicles.

- **Action C-2 (West-Park).** Design and implement a west-Park shuttle system if demand for service is proven and shuttle in the east-Park is successful.

Status: Not initiated.

Discussion of Policy C

Implementation of this policy is a currently active issue that has the attention of the museums, nearby business community, and city policy makers. Continuing effort to implement a demonstration shuttle program over the course of the Master Plan effort will allow some of the details of the program to be fine tuned.

POLICY D: ENCOURAGE THE USE OF PUBLIC TRANSIT FOR RECREATIONAL TRAVEL TO GOLDEN GATE PARK AND ADJOINING RECREATION AREAS.

1. Consideration should be given to developing a comprehensive recreation transport access program for the Golden Gate National Recreation Area, cooperatively planned and developed by both jurisdictions.
2. Public transit improvements should be aimed at increasing city-wide access to Golden Gate Park; service should be frequent and convenient.
3. Foster public transit programs that will encourage the use of parks, other than Golden Gate Park, that are now underutilized or relatively inaccessible.

Short-term Actions

- **Action D-1 (East-Park).** Install "Golden Gate Park" destination signs or flags on MUNI busses serving the Park, e.g., #5-Fulton, #21-Hayes, and #44-O'Shaughnessy.

Status: Implemented.

- **Action D-2 (East-Park).** Design and construct a transit portal/visitor drop-off area on Fulton Street near 8th Avenue. May incorporate adaptive reuse of the Powell Street Railroad Station at 7th Avenue.

Status: Action has not yet been implemented.

Discussion of Policy D

Many Muni bus stops that service the park have been fitted with Golden Gate Park logos. The park has also produced a brochure highlighting transit routes to and from the park.

The institutions in the Park also promote transit. The museums give discounts for showing Muni Fast Passes or transfers, and sell bus tickets to their employees. Museum literature has been updated to encourage the use of transit to the park. Further means to improve transit access to the park for both visitors and employees should be examined.

The portal/visitor center action (Action D-2) has not yet been implemented. This action should be reexamined in light of other potential transit improvements for the park.

POLICY E: REGULATE PRIVATE TOUR USE OF GOLDEN GATE PARK BY DESIGNATING IN-PARK ROUTES AND RESTRICTING TOUR VEHICLE PARKING TO SPECIFIED AREAS.

1. Use of Park roadways by tour vehicles should be regulated to ensure a balance between visitor service and protection of the Park's landscaped character.
2. Tour vehicle parking areas should be carefully sited to ensure that their impacts on the Park environment are minimal; additionally, landscaping should be employed to effectively screen these areas.

Short-term Actions

- **Action E-1 (Park-Wide).** Enforce use of designated tour vehicle route and parking areas adopted by the Recreation and Park Commission, November, 1981, Resolution #12657.

Status: Implemented.

Discussion of Policy E

The one action item has been implemented.

POLICY F: PROVIDE A PEDESTRIAN CIRCULATION SYSTEM WHICH PROMOTES SAFE AND ENJOYABLE PEDESTRIAN ACTIVITIES.

1. Pedestrian enjoyment and safety require separation of footpaths from roadways, grade separation of footpaths from roadways in heavily trafficked areas, and low speed limits for all vehicles.
2. Pedestrian entrance ways to the Park and to activity area should be thoughtfully designed to invite use and promote safety.

Short-term Actions

- **Action F-1 (East-Park).** Extend existing Kennedy Drive Sunday closure to seven (7) national holidays. The Concourse will remain open for parking only on the seven designated holidays. The Park Patrol would be authorized to re-open the Concourse area to parking on Sundays as well as holidays if inclement weather continues to 10:30 A.M. John F. Kennedy Drive should be open to through traffic if inclement weather continues beyond 2:00 P.M. Vehicles displaying handicapped permits should be permitted to park within the Concourse area when Kennedy Drive is closed.

Status: Implemented. The Concourse parking, however, has generally not been open. It was opened for the first time on Labor Day, 1992, with generally favorable feedback.

- **Action F-2 (West-Park).** Initiate Saturday closure on a portion of Middle Drive west from the Transverse Drive intersection west to Metson Road. Permit monitored parking during large special events.

Status: Implemented.

- **Action F-3 (East-Park).** Implement Traffic Engineering's proposed signalized at-grade pedestrian crossing of Kezar Drive to Sharon Meadow.

Status: Implemented.

- **Action F-4 (East-Park).** Narrow Middle Drive East/Kennedy Drive intersection without restricting roadway capacity or parking; extend landscaping; install three-way stop signs, crosswalks.

Status: Implemented.

- **Action F-5 (East-Park).** Implement rechannelization of Kennedy Drive at 8th Avenue and Tea Garden Drive designed by Department of Public Works.

Status: Implemented.

- **Action F-6 (East-Park).** Provide a pedestrian walkway to McLaren Lodge.

Status: Has been designed and approved by the Recreation and Park Commission. Funds have been requested from the Open Space Acquisition and Park Renovation Fund.

- **Action F-7 (West-Park).** Narrow Kennedy Drive/South Fork intersection without restricting roadway capacity or parking; extend landscaping; install three-way stop signs, crosswalks.

Status: Implemented.

- **Action F-8 (West-Park).** Narrow King Drive/South Fork intersection without restricting roadway capacity or parking; extend landscaping; install three-way stop signs, and bicycle/pedestrian crossing.

Status: Not yet implemented.

- **Action F-9 (West-Park).** Restripe the King Drive/Transverse Drive intersection to reduce pedestrian, vehicular and bicycle conflicts. Provide a bicycle crossing and route designation; improve the pedestrian walkway.

Status: Implemented.

- **Action F-10 (West-Park).** Narrow Kennedy Drive at the Great Highway intersection without reducing roadway capacity or parking; build landberm; extend landscaping and irrigation; provide walkway; install a stop sign.

Status: Partially implemented. Landscaping not yet completed, but is funded in the 1992 park infrastructure bond.

Long-term Actions

- **Action F-11 (East-Park).** Design realignment of 8th Avenue to Tea Garden Drive to form a common four-way intersection with Kennedy Drive, if DPW rechannelization (Action F-5) is not successful in improving traffic circulation. Bus service should be maintained on 8th Avenue during construction. Consider construction as long-term action.

Status: Not implemented as Action F-5 is considered successful.

- **Action F-12 (West-Park).** Pedestrian crossing of Park Presidio Bypass, either grade-separated (tunnel or bridge) or at-grade. Study the engineering feasibility and environmental impacts; prepare an environmental evaluation; consider construction as long-term action.

Status: Not initiated; however, the studies to be done to evaluate the Cross Over Drive/King Drive undercrossing may be a vehicle to evaluate this action (see Action A-3).

Discussion of Policy F

A variety of measures have been completed. Additional measures should be explored, such as more continuous north-south pathways on the west side of the park and interaction with other travel modes. Further attention should be paid to access for mobility impaired persons.

POLICY G: PROVIDE FOR THE SAFE AND CONVENIENT USE OF THE BICYCLE AS A MEANS OF RECREATION AND TRANSPORTATION TO, FROM AND WITHIN GOLDEN GATE PARK. PROVIDE CONTINUITY WITH THE CITY'S BIKEWAYS PLAN.

1. Bicycle use should be encouraged through provision of secure parking facilities at activity centers which lock both wheels and frame and provide padlock protection.
2. Bicycle pathways separated from other transportation modes should emphasize recreational use and safety.
3. Develop and evaluate bicycle planning efforts in cooperation with interested groups, cyclists and the Department of Public Works.

Short-term Actions

- **Action G-1 (Park-Wide).** Provide continuity between internal Park bikepaths and bikeways of the adopted City Bikeways Plan.

Status: Partially implemented. Bike route signs have been placed in selected locations.

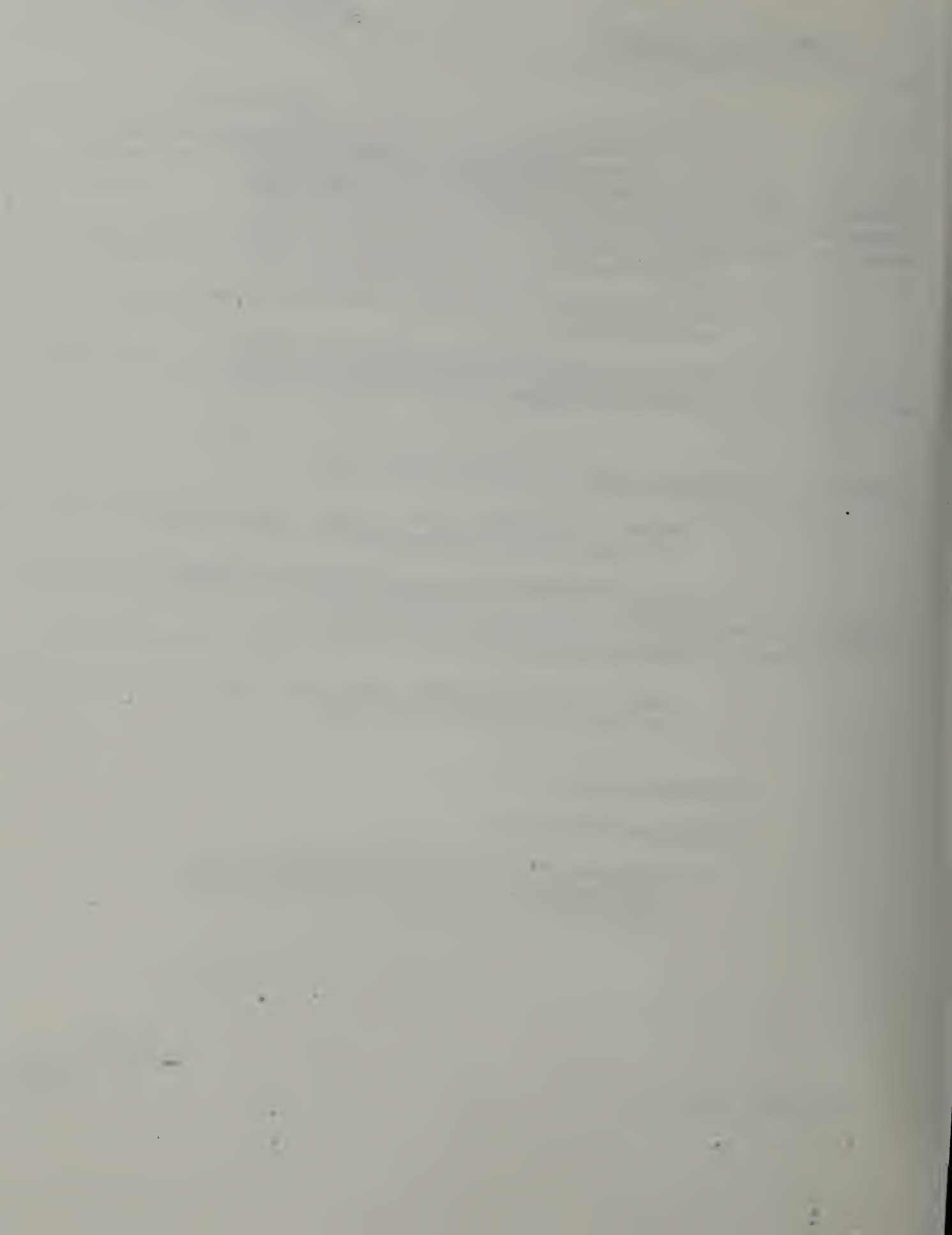
- **Action G-2 (Park-Wide).** Provide secure bike parking facilities at Park activity

Status: Obtained Transportation Development Act (TDA) funding to purchase bicycle racks. Have been installed in several locations.

Discussion of Policy G

Additional work still needed to:

- fully connect the park with the City bikeway plan
- review parking requirements related to location and durability
- integrate bicycle use with transit



POLICY H: PROVIDE PARKING FOR PARK VISITORS IN DESIGNATED LOTS AND ALONG ROADWAYS. DISCOURAGE ALL-DAY COMMUTER PARKING WITHIN GOLDEN GATE PARK.

1. All parking control programs should be developed to discourage all-day commuter parking along Park roadways. Generally, parking meters as a means of control are not compatible with the Park environment and should not be employed.
2. Regulatory measures should be taken to make on-street parking in neighborhoods adjoining Golden Gate Park available only to those who reside there.

Action

- **Action H-1 (East-Park).** Restrict all-day commuter parking along selected Park roadways. Work with the Park Patrol and Police Department to provide effective enforcement and signage.

Status: Implemented in selected areas:

- *Parking Prohibited 6-9 A.M. from King Drive from the west end of Middle Drive East to Bowling Green Drive.*
- *Three-hour parking restriction all day on Bowling Green Drive near tennis courts and two parking lots at Children's Playground.*

Discussion of Policy H

Management of parking in the park to accommodate competing uses continues to be a difficult issue. Adequacy of parking supply is strongly linked to congestion problems in the park, especially on weekends, as it leads to cruising for parking spaces. This makes parking, especially in the east park a pivotal issue in determining future park circulation plans. The parking and access needs of people that work within Golden Gate Park should also be addressed.

POLICY I: DEVELOP AND IMPLEMENT A TRAFFIC SAFETY AND CONTROL PROGRAM FOR ALL TRANSPORTATION MODES. MEASURES SHOULD INCLUDE, BUT NOT BE LIMITED TO, IMPROVED STRIPING, PAVEMENT MESSAGES OR SIGNAGE.

Short-term Actions

- **Action I-1 (Park-Wide).** Implement Park-wide safety improvements and traffic controls, including arterial stops at 16 intersections, under the supervision of the Department of Public Works, Bureau of Traffic Engineering. See Appendix A for specific measures and locations and implementation status.³

Status: A variety of safety improvements and traffic controls have been implemented since the Transportation Management Plan, including stop signs, turn prohibitions, traffic signals, warning signs and striping improvements.

- **Action I-2 (Park-Wide).** Prepare a Park-wide signage survey. Evaluate existing signage for safety and utility; implement recommendations to improve Park signage. The Park sign survey and preliminary recommendations are available on request.

Status: A signage survey was done in 1984. Limited signage modifications have been made, primarily for safety considerations.

- **Action I-3 (Park-Wide).** Urge increased enforcement efforts by the San Francisco Police Department of existing traffic and Park Code regulations.

Status: Intermittent enforcement has been provided.

Discussion of Policy I

Considerable progress has been made in spot safety improvements in the park. The safety improvement list should be revisited once the policies of the new Master Plan are adopted.

Consistent and adequate signage is still an area of concern. An updated signage survey with an action to implement signage changes should be considered for the new Master Plan.

³ Refers to Appendix A of 1988 printing of Transportation Management Plan--not included in this document.

POLICY J: MAJOR TRAFFIC GENERATORS WITHIN GOLDEN GATE PARK OR ADJACENT TO THE PARK PREPARING DEVELOPMENT OR IMPROVEMENT PLANS OR STAGING MAJOR ACTIVITIES SHOULD BE REQUESTED TO PREPARE A TRANSPORTATION ANALYSIS OR ENVIRONMENTAL EVALUATION DETAILING POSSIBLE TRANSPORTATION IMPACTS TO GOLDEN GATE PARK. WHERE APPROPRIATE SUCH DEVELOPMENT PLANS, IMPROVEMENT PROGRAMS OR ACTIVITIES SHOULD PROVIDE A TRANSPORTATION MANAGEMENT SYSTEM THAT WILL PREVENT ADDITIONAL AUTOMOBILE CONGESTION, USER CONFLICTS AND ALL-DAY PARKING BY NON-RECREATIONAL USERS WITHIN GOLDEN GATE PARK.

Discussion of Policy J

This is an ongoing review and coordination effort undertaken by park staff. The park's permit policy requires a transportation management plan for events drawing 5,000 persons or more. The policy has also been implemented in the California Academy of Sciences Master Plan.

3. Existing Conditions

This section provides an overview of existing circulation conditions in Golden Gate Park. The following aspects are covered:

- Transportation Modes to and from the Park
- Roadways
- Auto Parking
- Pedestrian/Roller Skating
- Bicycles
- Transit

An extensive evaluation of existing conditions was done as part of the Transportation Management Plan in the early 1980's. Despite its age much of the information is still useful, and is referenced here. We collected a limited amount of data to update information on parking characteristics in the East Park, and obtain a recent profile on traffic volumes at selected locations.

TRANSPORTATION MODES TO AND FROM THE PARK

Surveys done in 1982 by the Recreation and Park Department indicate that the predominant mode of travel to the park is by private automobile, at 61 percent of visitors (see Table 1). Walking was the next most popular mode, at 21 percent, followed by public transit (7 percent) and bicycling (6 percent). Recent surveys done by the de Young Museum in 1990 and 1992 indicate comparable results. Note that the De Young survey indicates considerably more transit use than the older Park survey. While this might indicate changes patterns over time, it probably reflects the fact that the museum survey only questioned museum patrons, while the park survey covered the entire park, including the picnic areas in the west portion of the park which are more auto-oriented. The change may also result from the discounts offered by the Museum for transit users.

ROADWAYS

A map of Golden Gate Park roadways in the context of the rest of San Francisco is provided as Figure 1. The circulation system serving Golden Gate Park--including roadways, pedestrian paths, bicycle routes and equestrian trails--is provided in the illustration folded in the back pocket of this report.

Figure 1
Golden Gate Park

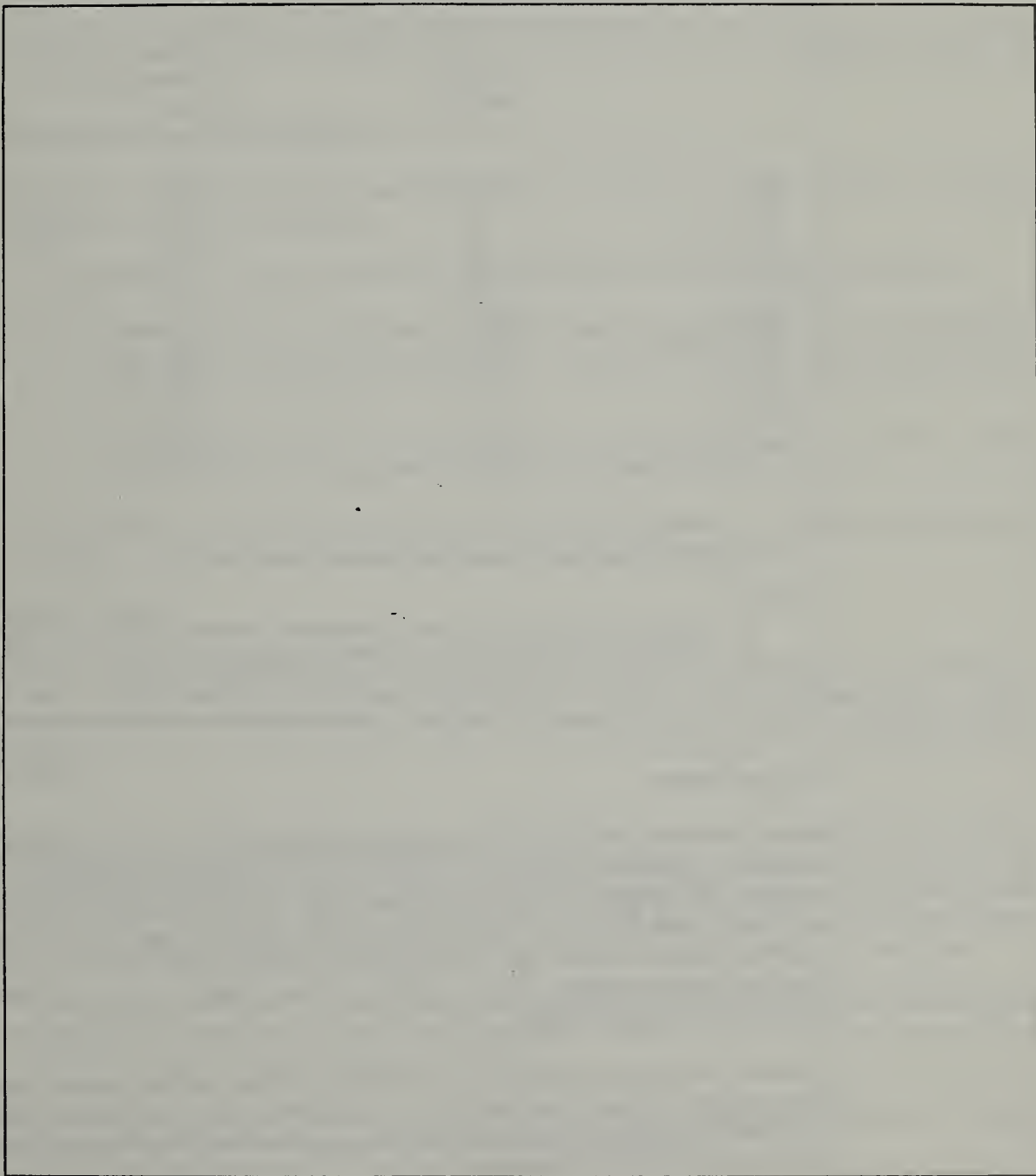


Table 1
Modes of Travel to Golden Gate Park

	1982 Park Survey	1990 de Young Survey ¹	1992 de Young Survey
Auto	61%	76%	69%
Cab	1%	2%	N/A
MUNI bus	7%	16%	17%
Tour Bus	2%	1%	6%
Walk	21%	N/A	11%
Bicycle	6%	N/A	1%
Walk or Bike	N/A	7%	N/A
Other	1%	N/A	N/A
Fast Pass	1%	N/A	N/A
BART	N/A	N/A	4%
Motorcycle	N/A	N/A	1%

¹ Column does not add to 100% as some people use more than one mode.

Sources:

- Jefferson Associates, *Golden Gate Park Comprehensive Transportation Study, Phase 1 Report*, July 1982.
- Opinion Research Corporation, *Letter to Marilyn Hope Smulyan*, May 10, 1991.
- Letter from Marilyn Hope Smulyan to Deborah Learner, January 21, 1992.

Through Routes

Through east-west traffic within the park is primarily served by Kennedy Drive (north side of park) which has a generous width and is bridged by Cross Over Drive (Highway 1). The south side of the park has King Drive as the east-west route, which is narrower, has frequent all-way stop controlled intersections, and traffic signal control at Cross Over Drive. Kezar Drive also serves east-west traffic between the Fell Street/Oak Street couplet and Lincoln Way. The park is bounded by Fulton Street on the north and Lincoln Way on the south which also serve longer distance through movements.

The main north-south through route is Cross Over Drive to Park Presidio Bypass, which connects 19th Avenue on the south of the Park to Park Presidio Boulevard and is designated State Route 1 (Highway 1). Cross Over Drive also forks to the left at Park Presidio Bypass to connect with 25th Avenue on the north end of the Park. At the western portion of the park, Chain of Lakes

Drive East provides a route for through traffic on a narrow winding facility. The park is bounded by Stanyan Street on the east and Great Highway on the west.

The panhandle portion of the park is bounded on the north and south by Fell and Oak Streets, respectively, and on the east by Baker Street. Masonic Avenue is the only road that cuts across the panhandle.

Weekend/Holiday Street Closures

Park policy provides that some park roadways be closed on Saturdays, Sundays or Monday holidays, as follows (see Figure 2):

- **Saturdays.** Middle Drive West closed from Metson Road to Transverse Drive.
- **Sundays.** Kennedy Drive between Kezar Drive and Transverse Drive, plus Hagiwara Tea Garden Drive and Concourse Drive. Parking is prohibited in the Concourse area, except for disabled persons.
- **Seven Holidays.** Same as Sunday closure, except Concourse Drive and Tea Garden Drive remain open, along with parking in the Concourse area.

The seven holiday closure has only been implemented once (Labor Day, 1992) as provided for by Park policy. It has typically been operated exactly as Sunday closures.

Traffic Volumes

Traffic volumes have remained fairly steady over the ten years since the last major data collection effort for the Transportation Management Plan (see Table 2). Some volumes have increased, while others have decreased, making it difficult to discern any growth trends. A profile of typical daily, two-directional traffic counts on roads in and around Golden Gate Park are shown in Figure 3.

Traffic patterns in Golden Gate park vary considerably between weekdays, Saturdays and Sundays. Representative traffic counts on each of these days in the East Park is shown in Figure 4. On King Drive and Middle Drive East, Saturday traffic is higher than weekday traffic, and Sunday traffic is even higher. The effect of the Sunday closure of Kennedy Drive can readily be seen. Interestingly, Saturday traffic on Kennedy Drive is lower on Saturdays than on weekdays.

Outside the park, traffic was imperceptibly higher on Fulton Street on Sunday over the other days, and traffic on Cabrillo Street was lower on Sunday. Traffic on Lincoln Way was counted to be considerably lower on Sundays than on Saturdays.

Overall, traffic across the east-west screenline in the east park was almost 101,000 on an average weekday, over 102,000 on Saturday, and over 89,000 on Sunday.

Figure 2
Road Closures

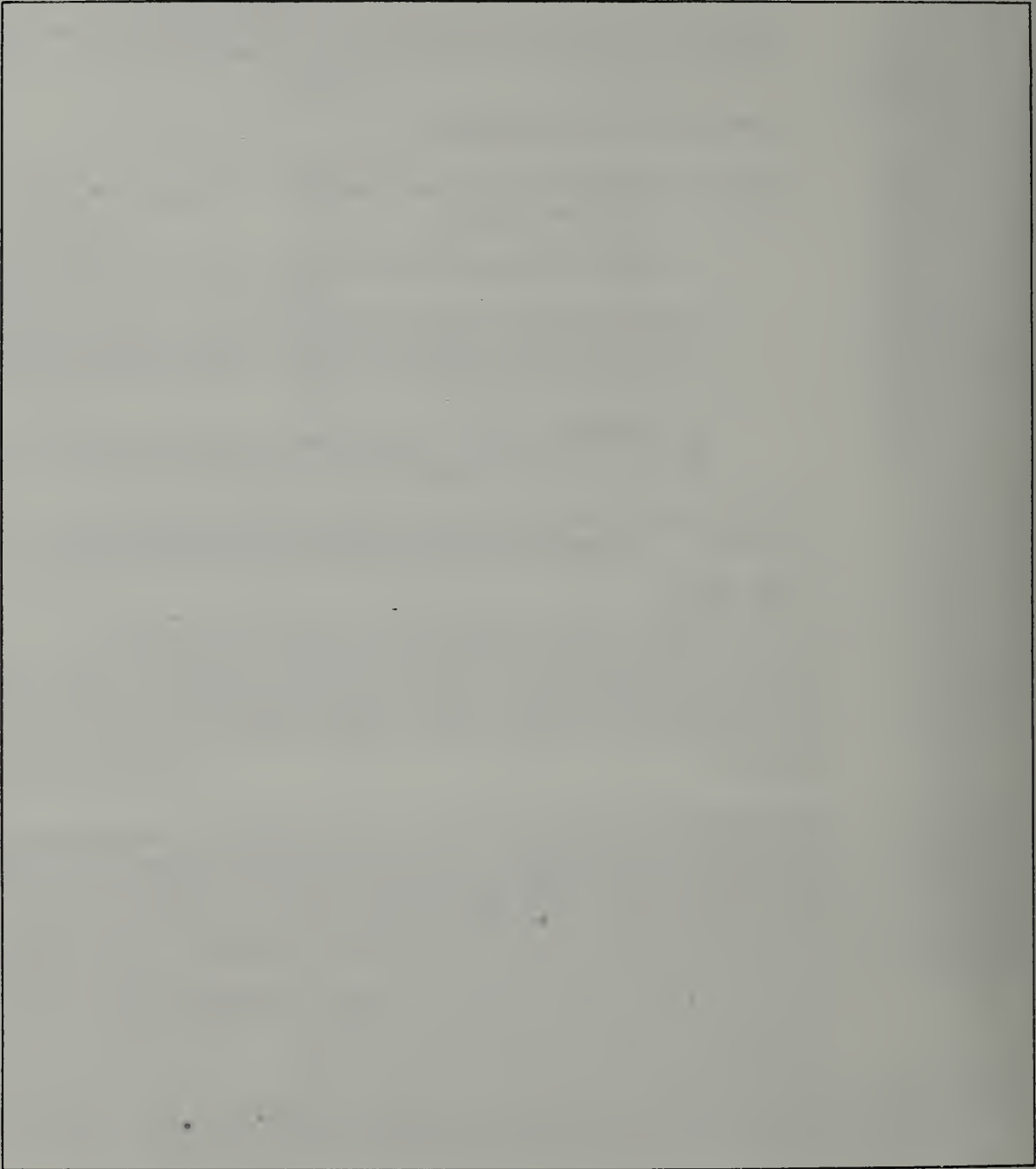


Figure 3
Typical Weekday Traffic Volumes
Two-Directional

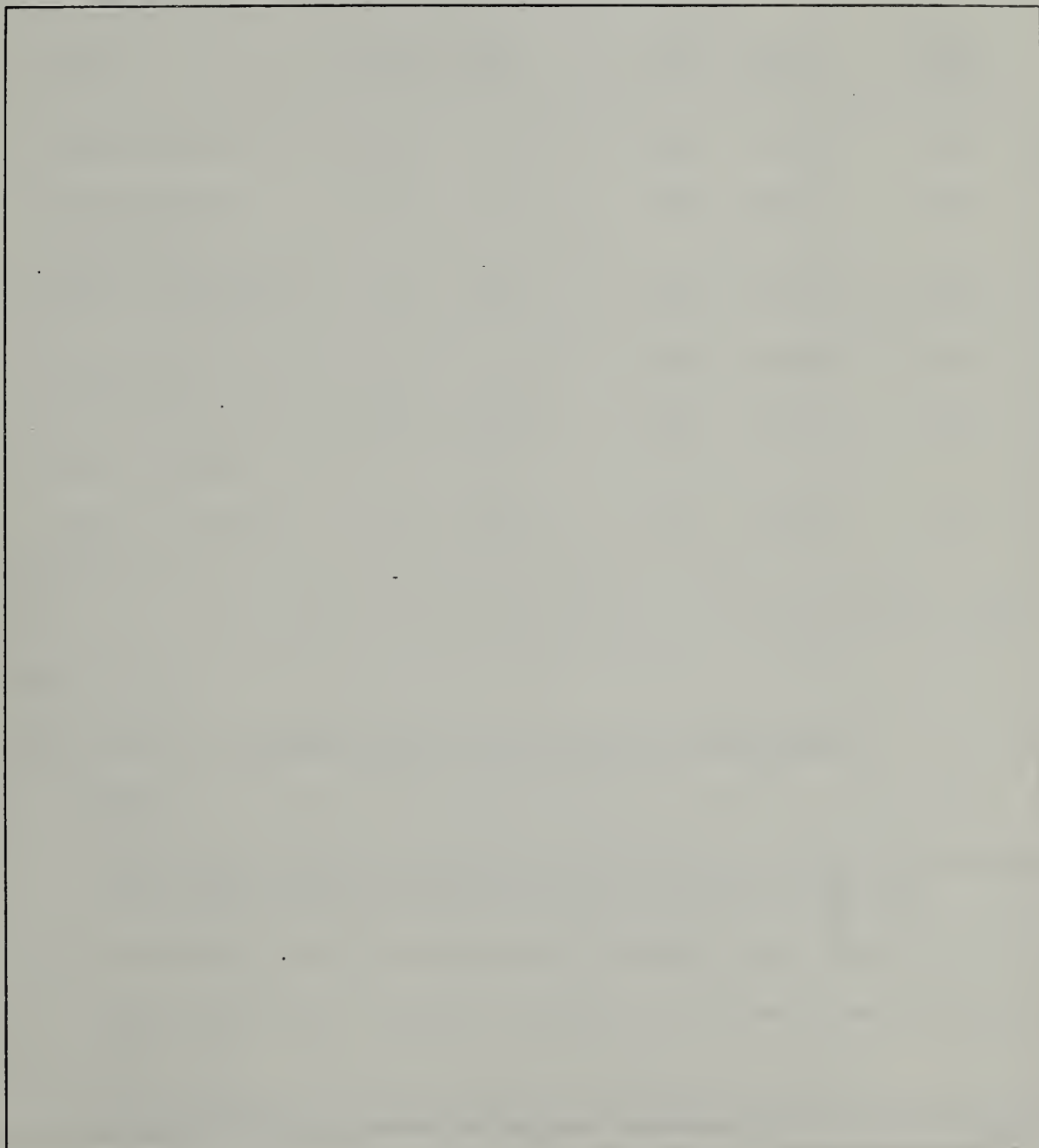


Figure 4
Daily Variations in Traffic Volume

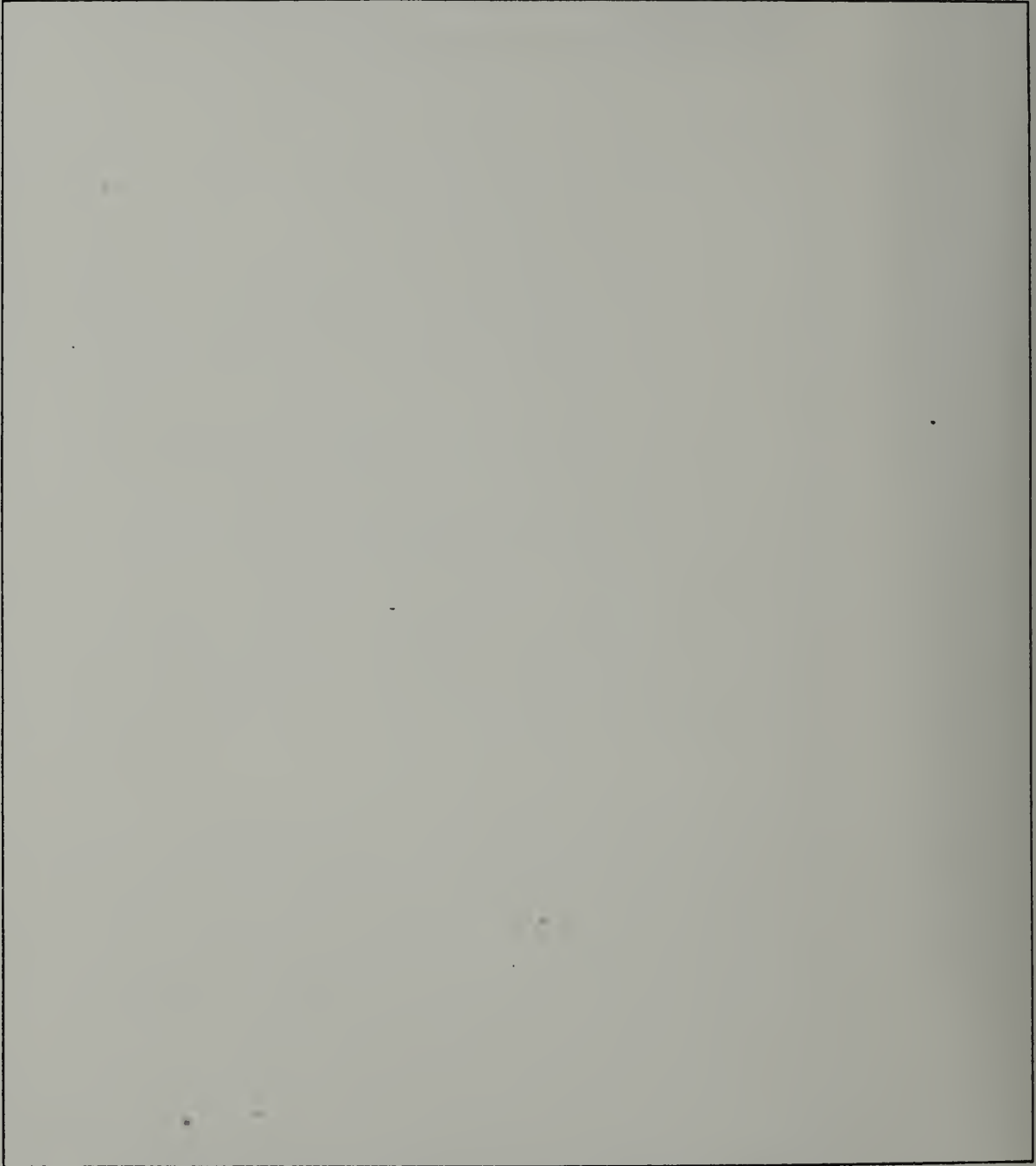


Table 2
Changes in Weekday Daily Traffic Volumes
Two Directions

Location	-- "Old" Year	Count	-- "New" Year	Count	Percent Change
Middle Drive East	1986	2,180	1992	2,360	8.3%
King Drive, west of Transverse Drive	1975	11,520	1992	18,000	56.3%
Cross Over Drive, north of Park Presidio Bypass	1975	14,900	1987	12,770	-14.3%
Middle Drive West, west of Overlook Drive	1986	3,550	1992	3,300	-7.0%
King Drive, west of Chain of Lakes Drive	1979	5,590	1992	3,560	-36.3%
Kennedy Drive, west of Stanyan Street	1978	43,640	1986	45,640	4.6%

Traffic Conditions

Traffic conditions on weekdays, Saturdays and Sundays are summarized below:

Weekdays

- Kennedy Drive is used for through traffic. The wide street encourages speeds in excess of the posted 25 miles per hour limit. Significant congestion not observed.
- Cross Over and Park Presidio Bypass carry high commute traffic volumes.
- Chain of Lakes Drive is a heavily used north-south through route on the west side of the park.
- During mid-day, automobiles and pedestrians focused on the Concourse area create congested conditions, especially on King Drive and Middle Drive East where roadway

cross sections are narrow. Conditions are exacerbated by parking shortages and drivers cruising for spaces.

- The signalized intersection of Cross Over Drive with King Drive is a bottleneck to east-west traffic flows on the south side of the park, and the site of frequent congestion. Queues on the eastbound approach to this intersection have been observed back to 25th Avenue.
- Stanyan Street is heavily travelled and congested, as are Fulton Street and Lincoln Way.

Saturdays

- Similar to weekdays with more intense focus on Concourse area.
- Higher volumes observed on the west side of the park for access to the Meadows that are used for organized picnics.
- Middle Drive West is closed to automobile traffic. As a result, traffic is shifted to King Drive where long eastbound queues form from Cross Over Drive to 25th Avenue. Northbound traffic on 25th Avenue at King Drive also experiences queuing.

Sundays

- Kennedy Drive is closed to automobiles, forcing all east-west traffic onto Kezar Drive to King Drive or Lincoln Way.
- Considerable congestion is observed on King Drive and Middle Drive East, much apparently related to parking space searches.
- The signalized intersection of Cross Over Drive with King Drive is a bottleneck to east-west traffic flows on the south side of the park, and the site of frequent congestion. Queues on the eastbound approach to this intersection have been observed back to 25th Avenue. Southbound traffic on Cross Over Drive also experiences delay at this location.
- Pedestrian/automobile conflicts are frequent on King Drive between the Concourse and the Arboretum.

Traffic Speeds

Kennedy Drive is perceived to have a problem with motorists driving over the posted speed limit (25 mph). This might be attributable to its combination of wide roadway cross section and its function as an east-west through facility.

Speed appears to be less of an issue on King Drive in the east of the park, due to its narrower cross section.

Special Events

Conditions at Golden Gate Park are significantly different on days when there are major events. Such events are typically held at the Polo Field and Sharon Meadow. Park and Recreation Department Policy requires that event sponsors develop a transportation plan for special events expected to draw 5,000 or more people.

PARKING

Parking is permitted in Golden Gate Park along all park roadways, and in several lots at no charge, except on Kezar Drive from Kennedy Drive to Kezar Stadium. There are approximately 5,000 parking spaces in the park. The only parking restrictions in the park are as follows:

- **Parking Prohibited 6-9 A.M. (weekdays)** from King Drive from the west end of Middle Drive East to Bowling Green Drive.
- **Three-hour parking restriction all day (weekdays)** on Bowling Green Drive near tennis courts and two parking lots at Children's Playground.

Park users also park in the surrounding neighborhoods. A survey done in 1981⁴ indicated that about 300 vehicles on a typical Saturday may be parked on Fulton Avenue, Lincoln Way and the side streets intersecting these roads. Residential permit parking restrictions are in place in the following areas:

- **Permit Area L:** This includes streets north of Golden Gate Park, east of Arguello Boulevard and west of Masonic Avenue. Streets include Fulton Street (except south side), Hayes Street, Grove Street, Fell Street and others north of Fulton Street.
- **Permit Area J:** This includes streets south of the park, east of 7th Avenue. Streets include Lincoln, Irving and other streets south of Lincoln.

There is a pay parking lot of 342 spaces at Kezar Stadium which is also used by Park users. This lot has been observed to be about 80 percent full on weekdays and 1/3 full on Saturdays and Sundays.

⁴ op. cit., Jefferson Associates.

Parking occupancy surveys were done in 1982 as part of the Transportation Management Plan for a typical Saturday and Sunday. The surveys indicated that the west portion of the park had adequate parking supply, with up to 55 percent occupancy. There were far more parking problems in the eastern portion of the park.

Since parking is such a key issue, new parking data was collected by park staff in the east park on Friday October 30, Saturday October 31, and Sunday November 1, 1992. The results of the survey are discussed below.

About Parking Occupancy Surveys. Parking occupancy surveys provide information about how many parking spaces are occupied at a given point in time. The surveys were conducted between 12 noon and 3:00 P.M. on each of the three survey days, to catch peak parking activity in the east park. When parking occupancy reaches 85 percent or more, parking is difficult to find, and drivers perceive a parking "problem".

Parking Capacity in the East Park. A total of 3,825 parking spaces were counted in the east Park. On Sunday, when Kennedy Drive and the Concourse area are closed, there are 2,816 spaces. Table 3 summarizes the overall results of parking occupancy surveys in the East Park on the three days of the survey.

Saturday Parking Conditions

Parking conditions on Saturday October 31 are presented in Figure 5. Parking occupancy approaching 100 percent was evident in the area closest to the Concourse, on King Drive, Middle Drive East, Tea Garden Drive and Academy Drive. Parking was more available on Kennedy Drive and on King Drive near the Big Rec ballfields, as well as at Stow Lake. Parking on Fulton Street and Lincoln Way varied from good availability (less than 55 percent occupancy) to congested.

Sunday Parking Conditions

Auto access to Kennedy Drive and the Concourse area is restricted on Sundays, which puts a heavier burden on King Drive, Middle Drive East and Bowling Green Drive, which were all found to be over 85 percent occupied (see Figure 6). Stow Lake Drive was more than 45 percent vacant on Sundays. Conditions on Fulton Street and Lincoln Way were approaching heavier than on Saturdays.

Figure 5
Parking Occupancy
Midday Saturday

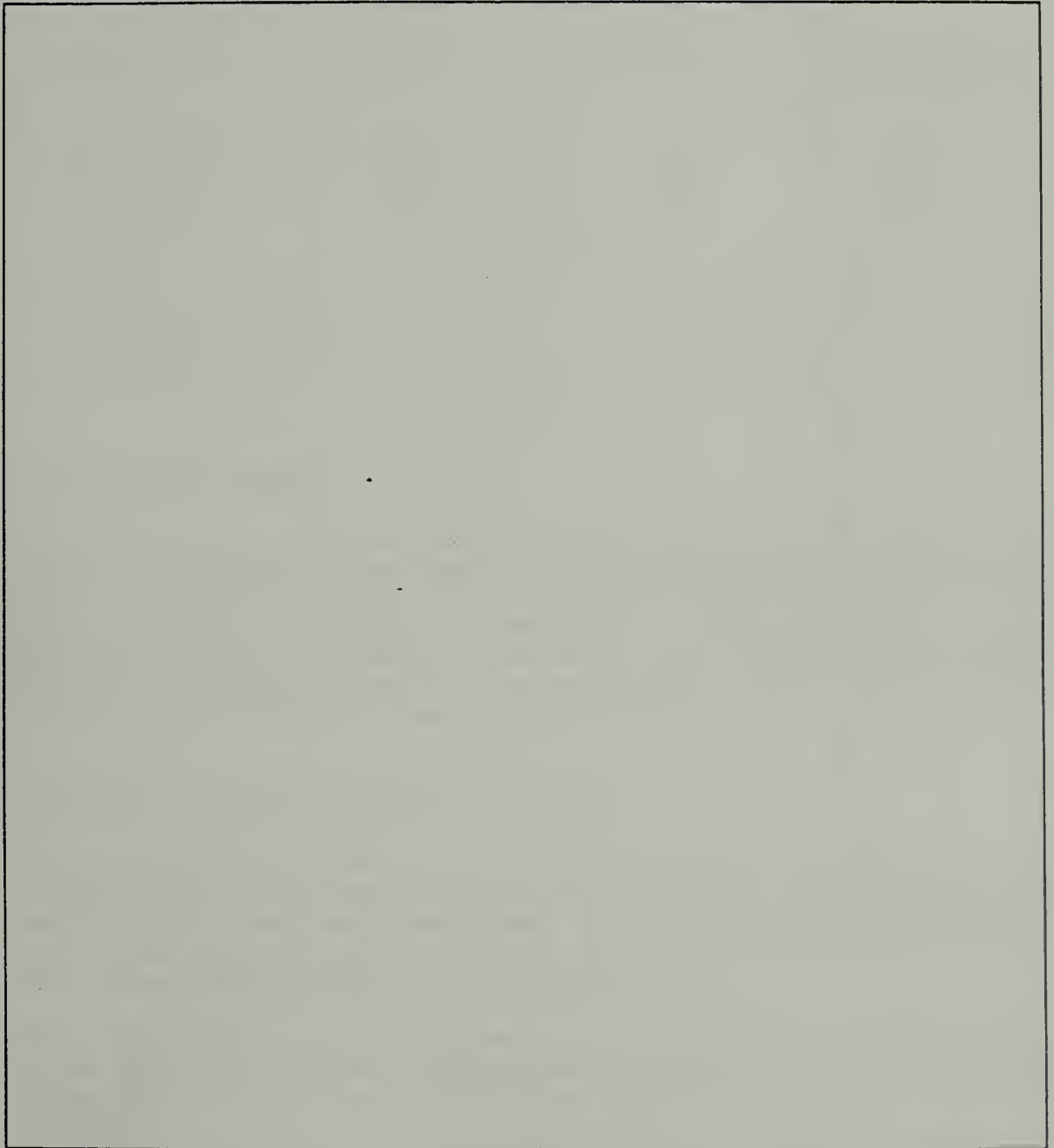


Figure 6
Parking Occupancy
Midday Sunday

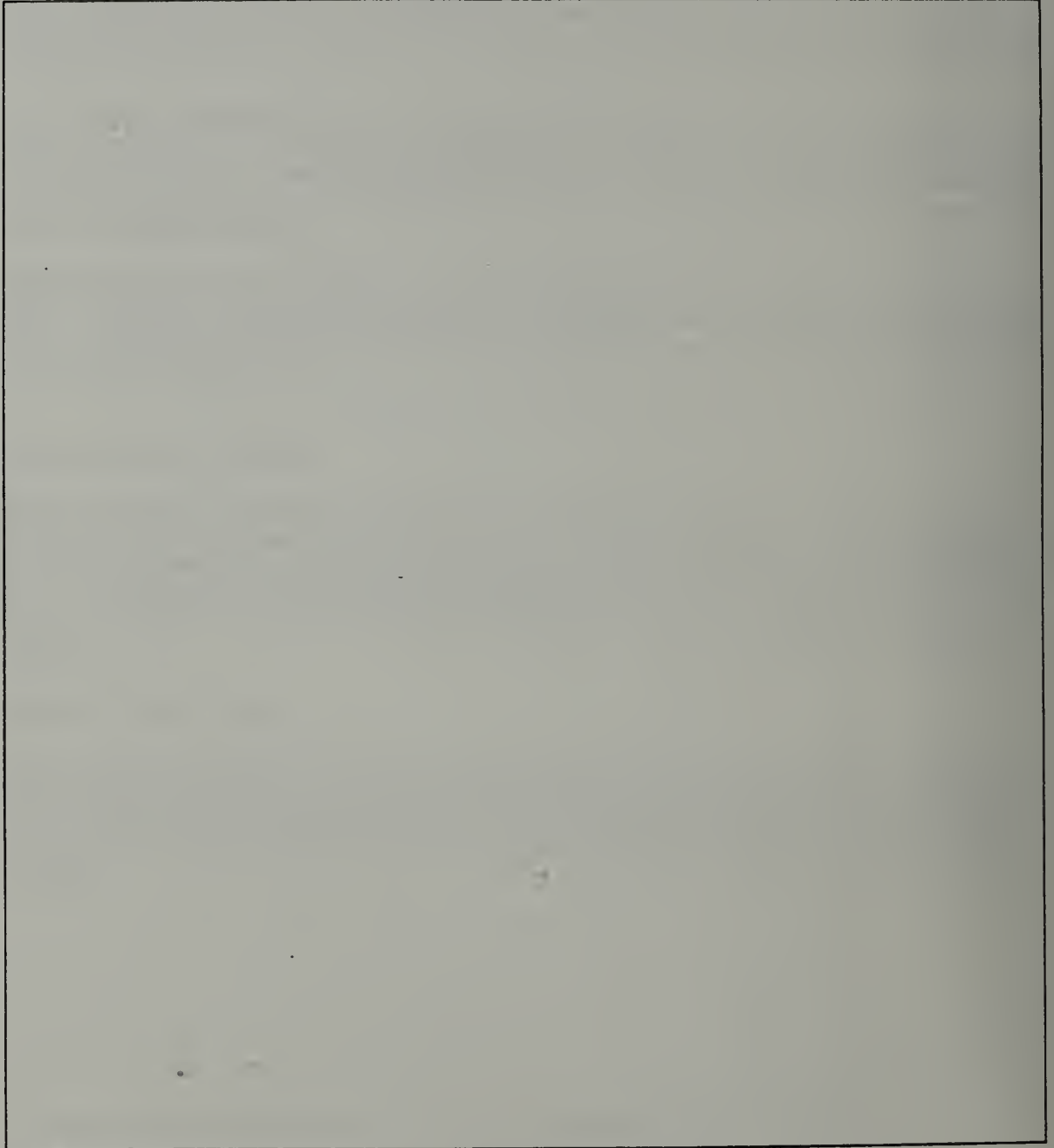


Table 3
Summary of 1992 Parking Survey
Eastern Golden Gate Park¹

Day/Date	Total	SPACES	
		Occupied	Percent Occupied
Friday 10/30/92	3,825	2,214	58%
Saturday 10/31/92	3,825	2,073	54%
Sunday 11/1/92	2,816	2,106	75%

¹ East of Cross Over Drive

Source: Recreation and Park District 1992

Weekday Parking Conditions

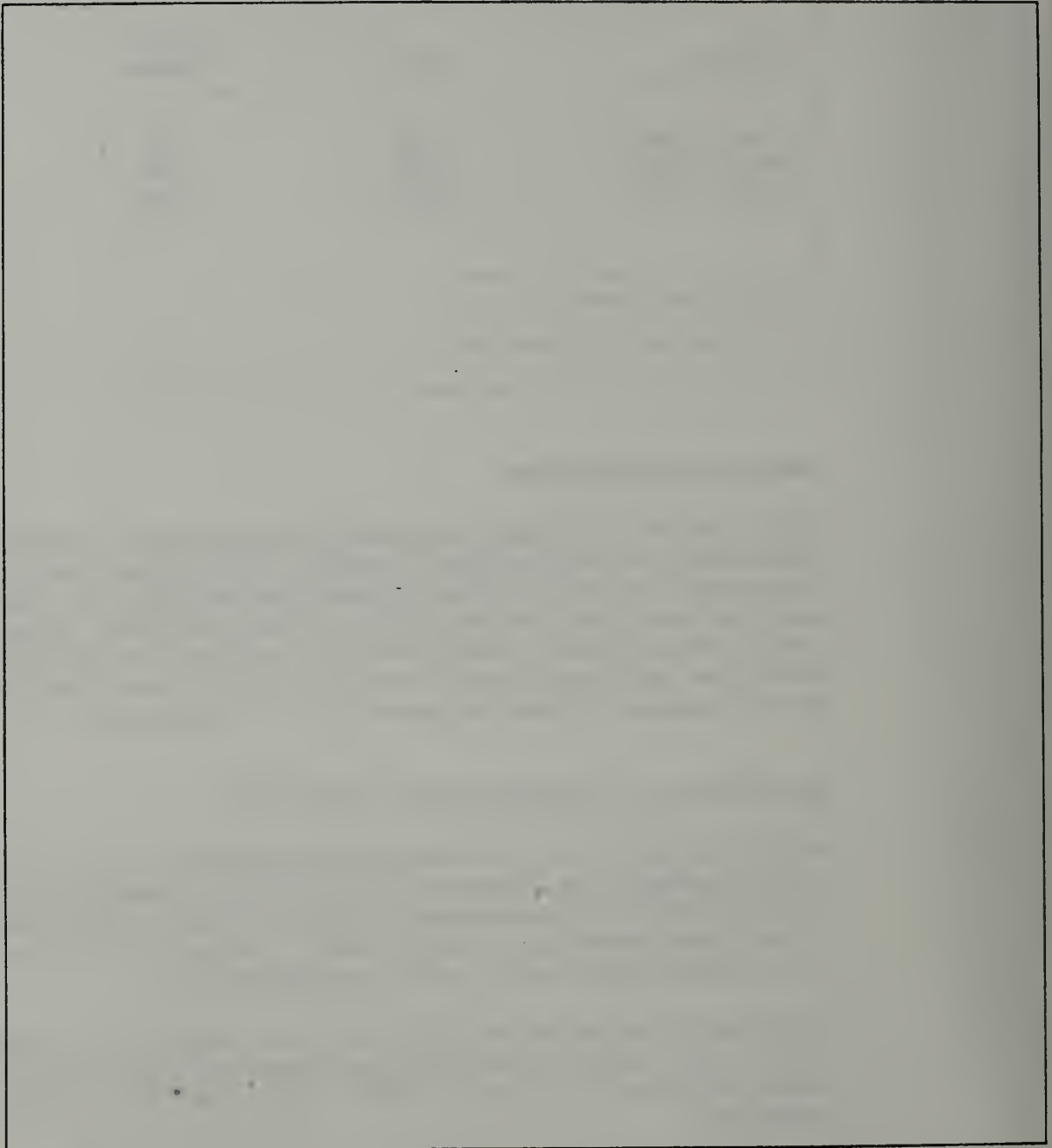
Parking conditions on weekdays are considerably different than on weekends (see Figure 7). In addition to high demand for parking in the vicinity of the Concourse, the free parking in the park is attractive to commuters. Popular areas for commuter parking are on Kennedy Drive at the eastern end of the Park, Conservatory Drive and King Drive. Other popular commuter parking areas have been regulated by parking restrictions: King Drive from Middle Drive East to Bowling Green Drive and Bowling Green Drive near the tennis courts and children's playground. However, commuters still park, to some extent, in the restricted areas.

PEDESTRIAN AND ROLLER SKATING FACILITIES

Golden Gate Park is criss-crossed with numerous pedestrian trails (refer to the circulation map in the back pocket). Many of these trails are designated for the exclusive use of pedestrians, while some are shared with bicycle and equestrian traffic. The trails provide access to park attractions, as well as opportunities for recreational walking. There are no direct north-south pedestrian routes through Golden Gate Park, aside from along roadways.

Roller skaters share the trails system with pedestrians, and also make use of the paved roadways and bike paths. There is a roller skating circle near the junction of Kennedy Drive and Sixth Avenue, which has been closed to traffic. This is used for recreational skating and for competitions.

Figure 7
Parking Occupancy
Midday Weekday



The pedestrian trail system expands on Saturdays, with the closure of Middle Drive West, and Sundays with the closure of Kennedy Drive.

The following observations are relevant to the pedestrian circulation system:

- Pedestrian trails are generally well maintained, but there are various areas that require asphalt repairs. Some of this work is to be funded by the infrastructure bond.
- There are few directional signs serving the pedestrian trails. There are nine map pedestals in the park to help people find their way. Additional locations are designated for future pedestals. Future locations should be reviewed.
- Pedestrians must often compete for road space with bicyclists and roller skaters.
- Access to the Park from the east side (Stanyan Street) has been improved with the installation of a pedestrian traffic signal on Kezar Drive. However, access to the park at Kennedy Drive from Fell Street is congested, especially on Sundays, with pedestrians crowding the center island waiting for green traffic signals.

BICYCLE FACILITIES

Golden Gate Park has one bicycle path (class I)⁵ through the park (see the circulation map in the back pocket), which extends along the north edge of the panhandle, then along Kennedy Drive from Stanyan Street to just west of Transverse Drive, then along Speedway Meadow to the Polo Fields toward the Bercut Equitation Field, crossing King Drive to its western terminus at Great Highway. The inner track of the Polo Field is also a designated bike route. The bike path also has a spur from the Polo Field to Sunset Boulevard. There are also several signed bicycle routes (class III) that share right of way with automobiles. Bicycles may also use all park roadways open to automobile traffic, but are prohibited from specially designated pedestrian-only paths and service roads.

The weekend closures of Middle Drive East and Kennedy Drive provide additional auto-free facilities for bicyclists that are shared with other non-motorized users.

The following observations are relevant to the bicycle circulation system in Golden Gate Park:

- The transition of the bike path from the panhandle to Kennedy Drive involves use of two pedestrian crosswalks often under crowded conditions. This is, however, an improvement over previous conditions.

⁵ Bicycle facilities are categorized as follows: Class I are off-road, separate path facilities; Class II are on-road facilities with striped lanes and signs; Class III are shared facilities with bike route signs only.

- The bike path in Golden Gate Park is used not only by bicyclists but by joggers, pedestrians and roller skaters. As an 8-foot path, it is inadequate for this multi-use facility.
- The designated bicycle routes do not cover all destinations in the park or routes to the outside. Narrow, heavily travelled roads with parking (such as King Drive in the vicinity of the Concourse) result in conflicts between autos and bicycles.
- Mountain bikes are often observed using foot trails and bridle paths, which causes erosion of the park's sandy soil.
- Bicycle parking facilities are not always adequate at popular destinations, and are in especially short supply during special events.

EQUESTRIAN FACILITIES

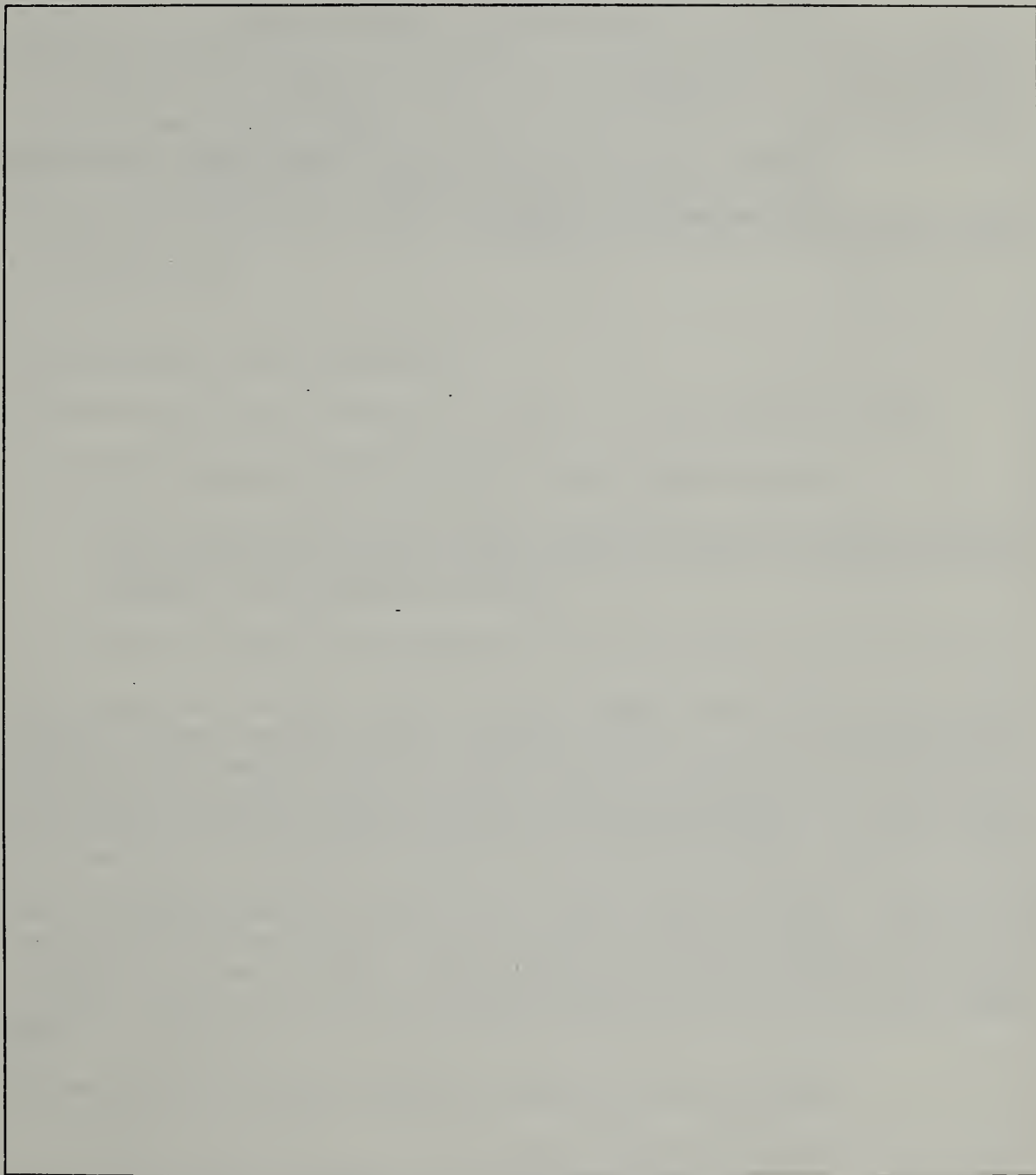
There are several bridle trails in Golden Gate Park (refer to the circulation map in the back pocket). The trails focus on the stables at the Polo Field, as well as the Bercut Equitation Field. The bridle trails are generally unpaved. The bridle paths are often used by mountain bikers and joggers, and the trotting track around the polo field is shared by joggers.

TRANSIT SERVICE

Muni has several bus lines that run through or alongside the Park (see Figure 8). These lines are publicized in a special brochure published by the Golden Gate Park Transportation Task Force:

- 5 - Fulton
- 7 - Haight
- 18 - 46th Avenue
- 21 - Hayes
- 28 - 19th Avenue
- 28L - 19th Avenue Limited
- 29 - Sunset
- 33 - Stanyan
- 44 - O'Shaughnessy
- 71 - Haight - Noriega

Figure 8
Transit Service



The above routes have the Golden Gate Park logo at major bus stop signs. They are also identified as serving Golden Gate Park in the Muni Transit map.⁶

The following routes run within two blocks of the park:

- N - Judah
- 31 - Balboa

In addition, Muni runs the 16AX and 16BX Noriega express busses during weekday peak periods only that pass through Golden Gate Park. The 43-Masonic runs through the Panhandle and provides access to the Presidio.

⁶ San Francisco Municipal Railway, *The Official San Francisco 1992-93 Street & Transit Map*.

4. Circulation Issues

Circulation issues in Golden Gate Park were identified through field observations, review of recent and historical data and discussions with individuals on the Golden Gate Park Transportation Task Force. These issues are highlighted to provide a basis for discussion with the Golden Gate Park Master Plan Task Force group and the community at large, and to help define the direction for Phase 2 of the Master Plan project.

It is important to understand that circulation issues are not easily categorized by topic area. There is considerable interaction between the circulation facilities, modes and users which form the basis for many of the issues.

ACCESS AND THE PARK EXPERIENCE

The central circulation issue in the East Park relates to the inherent conflict between:

- desire to limit auto traffic in the park to enhance the park experience,
- need for access to the park's attractions, such as the de Young Museum, Asian Art Museum, California Academy of Sciences, Strybing Arboretum, and the Conservatory, especially for mobility impaired people, and
- provision of adequate, conveniently located parking for those that drive to the park.

There is considerable cruising for parking spaces by automobiles in the vicinity of the Concourse, especially on King Drive which results in congested conditions. This occurs because there is unrestricted parallel parking along narrow thoroughfares in the park. Drivers block traffic lanes while backing up into parking spaces, and while waiting for other drivers to vacate spaces. The high occupancy levels (close to 100 percent) result in a frustrating experience for drivers looking for parking, as well as for pedestrians, skaters and cyclists who must deal with long lines of cars.

Parking and cruising conditions are most severe on Sundays when Kennedy Drive is closed. Data provided by the de Young Museum and California Academy of Sciences indicate that attendance on Sundays is lower than on Saturdays. This is opposite the trend at most other museums around the country. They attribute this drop in patronage to the access restrictions and reduced parking supply.

Addressing this issue will require simultaneous consideration of the following:

- Parking quantity, location, cost (if any), and time restrictions:
 - should more parking be provided or should it be removed?
 - parking has historically been free in the park; is this still appropriate?
 - what are the tradeoffs associated with new parking facilities (e.g. cost, visual impacts)
 - what are the implications on time restrictions on parking on the various park users
 - parking and access needs of workers in Golden Gate Park
- Pedestrian and bicycle access and circulation to the Concourse
- Access of mobility impaired persons to the Concourse
- Overall transit accessibility to the Park, especially the eastern end
- Impact of potential circulation changes on surrounding neighborhoods and businesses

Addressing some of these issues might focus the consideration of other aspects of park circulation, such as:

- Whether road closure policies should be changed (e.g. expanding closures to Saturdays, or removing closures on Sundays if other circulation schemes are worked out).
- Need for spot operational and/or signage improvements.
- Interaction of bicycles, pedestrians, skaters and automobiles.

THROUGH TRAFFIC

By virtue of its location, Golden Gate Park is a popular through route for non-Park user. Both east-west and north-south traffic uses the park.

An overall issue regarding through traffic relates to its definition. Is it appropriate to consider through automobiles to not be park users? Are drivers passing through the park on their commute or business routes less entitled to enjoy the park experience than others?

East-West Traffic

The key east-west route is Kennedy Drive, which also serves as access to major park activity centers. It is paralleled outside the park by numerous roadways. Policy A of the Transportation Management Plan does not include Kennedy Drive on the "designated throughway" system of the park; rather, it reads:

1. Established traffic patterns and volumes indicate that Cross Over Drive, park Presidio Bypass and Kezar Drive should be the basic components of a "designated throughway" system.

Potential ways to reduce the use of Kennedy Drive as a through route should be addressed in light of the above policy.

Kezar Drive is designated as a park throughway. There have been discussions in the past about undergrounding or depressing Kezar Drive or providing a pedestrian undercrossing. These options should be addressed in the new Master Plan.

North-South Traffic

Cross Over Drive and Park Presidio Bypass are the main routes for north-south traffic in Golden Gate Park. Chain of Lakes Drive is also used for north-south traffic in the west portion of the park, however it is not designed to carry such a heavy traffic load. Great Highway is a main north-south route on the western boundary of the park, and Masonic Avenue provides north-south circulation through the Panhandle.

The Transportation Management Plan includes Policy A4, which states:

4. Some provisions should be made for cross-Park automobile movement in the western half of the Park; it should be a minor roadway in keeping with the Park's "naturalistic" character.

There were no action items included to implement this policy. The desirability of such a through route should be considered in this Master Plan.

TRAFFIC FLOW

Over the years, there have been numerous proposals to improve traffic flow in the park. Some of these have been implemented, and some have not. Several of the changes related to installation of all-way stop control at intersections. These included Chain of Lakes Drive at Bercut Field and Transverse Drive at King Drive. These changes have led to an increase of congestion and delay at these locations. The appropriateness of these improvement measures should be considered in the Master Plan update.

BICYCLE CIRCULATION

Issues related to bicycle circulation are:

- Clarifying appropriate and inappropriate locations for bicycle riders of different ability levels (e.g. racer, mountain bikes, commuter, recreational, family, novice).

- Resolving conflicts between pedestrians, roller skaters and automobiles.
- Considering traffic restrictions for automobiles as a potential measure to improve bicycle circulation (e.g. narrower roads, closed streets).
- Reconsidering access restrictions for bicycles on some or all pedestrian paths.
- Reviewing the adequacy of bicycle parking.
- Enhancing north-south circulation and connectivity to the City's bicycle route network.

PEDESTRIAN CIRCULATION

Issues relating to pedestrian circulation are:

- Reviewing the need and/or desire for north-south direct through pedestrian routes in the park.
- Resolving conflicts between bicyclists, roller skaters and automobiles.
- Maintaining or improving convenient access to park attractions (e.g. a new grade separated crossing of Park Presidio Bypass).
- Ways to provide mapping to the general public, either via additional pedestal maps or other means.
- Whether improved signing for pedestrian paths is desirable.

TRANSIT SERVICE

Issues relating to transit service are:

- Ways to integrate potential changes to park roadway circulation with changes to transit service.
- How to integrate potential shuttle service with other aspects of the circulation plan.

TAXIS

Taxis are prohibited from soliciting fares in the park, but many respond to calls. Taxis are often noticed using the park as a cut-through route. The potential desirability of policies to curtail this should be considered.

RELATIONSHIP TO NEARBY RECREATION FACILITIES

Golden Gate Park is adjacent to Ocean Beach, and about one-half mile from the Sutro Historic District both part of the Golden Gate National Recreation Area (GGNRA) run by the National Park Service. Within a few years the Presidio will also come under the jurisdiction of the GGNRA.

The GGNRA has recently published a plan for the Sutro Historic District⁷. One of the "programmatic and functional requirements" identified is to:

Provide linkages to NPS and City recreational facilities and trails adjacent to the District.

The Transportation Management Plan for Golden Gate Park also has a policy that addresses this (Policy D1):

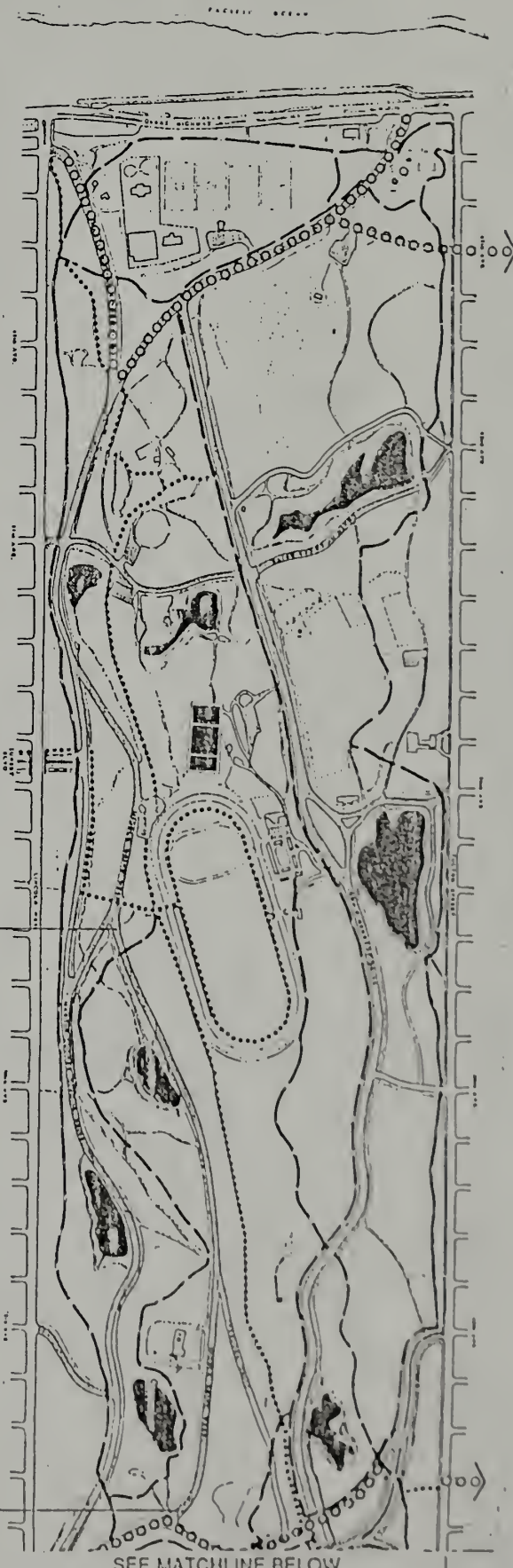
Consideration should be given to developing a comprehensive recreation transport access program for the Golden Gate National Recreational Area, cooperatively planned and developed by both jurisdictions.

As the Golden Gate Park Master Plan evolves, opportunities to coordinate planning for roads, trails, transit, potential shuttle services, and jointly sponsored publicity media should be investigated.

PLAN IMPLEMENTATION

Implementation of the Transportation Management Plan has been impressive over its seven year life. However, progress on the more difficult Actions has not occurred (e.g. grade separating the Cross Over Drive intersection with King Drive). The new plan should directly address implementation of the plan through funding or staffing mechanisms.

⁷ National Park Service, Golden Gate National Recreation Area, *DRAFT, Sutro Historic District Comprehensive Design and Environmental Assessment*, July 10, 1992.

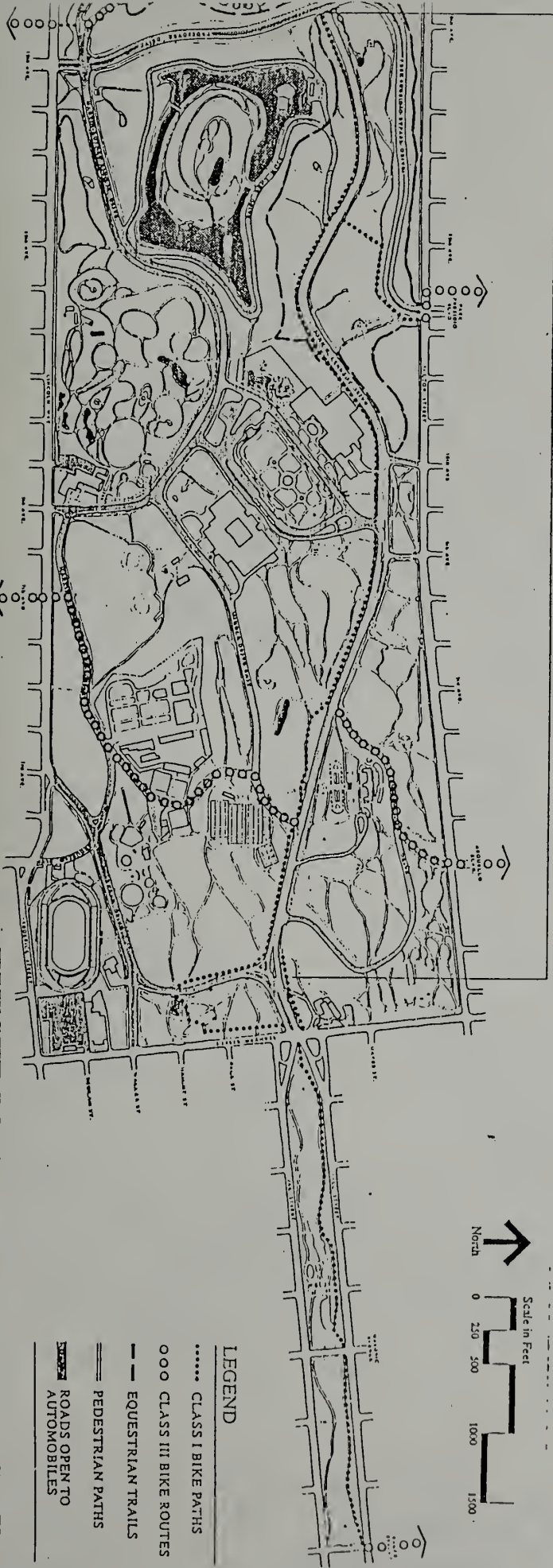


SUNDAY & HOLIDAY CLOSURES:
JOHN F. KENNEDY DRIVE
MUSIC CONCOURSE (OPEN HOLIDAYS)
CONSERVATORY DRIVE

SATURDAY CLOSURES: MIDDLE DRIVE WEST

SEE MATCHLINE BELOW

SEE MATCHLINE ABOVE



LEGEND

- CLASS I BIKE PATHS
- ooo CLASS III BIKE ROUTES
- EQUESTRIAN TRAILS
- == PEDESTRIAN PATHS
- ROADS OPEN TO AUTOMOBILES

EXISTING CIRCULATION SYSTEM

GOLDEN GATE PARK MASTER PLAN

